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SUBJECT: DISCUSSIONS ON SYG REPORT ON SUPPORT FOR AFRICAN
UNION PEACEKEEPING AND DRAFT PRST TEXT

¶1. (SBU) Consultations are taking place in New York in advance of the October 26 Council meeting to discuss the report of the Secretary General on Support to African Union Peacekeeping Operations, and to consider a draft PRST on the issue. The draft PRST text shared by Uganda includes language expressing the intention of the UNSC to consider the use of assessed contributions to support specific African peacekeeping operations authorized by the Security Council (SC)--on a case by case basis and for a period of six months or such period as may be determined by the Council--to ensure sustainability and to facilitate transition to a UN operation. Other language in the statement includes, inter alia: calls for enhancement of interaction and coordination between the two organizations; the need for a joint study on lessons learned from previous joint operations; establishment of a joint team to work on operationalizing key recommendations to further the strategic partnership between the UN and AU; development of a long-term capacity-building road map; and a request for a progress report from the SYG in six months.

¶2. (SBU) While we want to enhance the strategic partnership and institutional coordination between the two organizations, we need to remain cautious about any initiatives that call for the use of assessed funds except in cases of extreme last resort and only on a case-by-case basis. Moreover we need to obtain a clearer picture of downstream financial and other implications of any such initiative. Past Congressional correspondence and recent discussions with Hill staffers have also underscored the critical need to obtain buy-in from senior legislators and staff before considering pushing the current envelope on the funding issue. Thus, we should underscore with the Ugandans (and other interlocutors) the need to focus on elements that encourage closer strategic links between the AU and the UN, and stress the need for the AU to take ownership of its capacity building along the full spectrum of peace operations. Our redlines on the draft PRST would be to eschew financial commitments such as the possible use of assessed contributions for AU peacekeeping operations.

Some issues falling just outside of our redlines include para 9 (of the Ugandan draft) calling for further strengthening the work of the UN liaison office in Addis Ababa and enhancement of regular interaction, coordination, and consultations on matters of mutual interest to the UN and AU. We fully support this goal, but note that resource issues will need to be addressed. Secondly, para 11 (again of the Ugandan draft) has language on developing a long-term capacity-building road map for the AU "in conjunction with the UN and other International Partners." USUN should seek to refine this language to underscore that the main effort has to be with the AU itself.

¶3. (SBU) USUN may draw on the following points:

-- Welcome the SYG's efforts to strengthen strategic cooperation between the AU Commission and the UN Secretariat.

-- Note that that efforts to better prepare the UN and other bodies to meet the growing demands placed on international peacekeeping are consistent with President Obama's recent commitment (made at the UNGA) for the United States to do its part in seeking clear, credible, and achievable peacekeeping mandates; to intensify diplomatic efforts to support fragile peace processes; to improve bilateral efforts to train peacekeepers; to help mobilize necessary enabling assets; and to work closely with partners in addressing existing gaps and to discuss proposals to assure the future success of UN peacekeeping.

-- Acknowledge the importance of AU capacity building along the entire spectrum of conflict management, including mediation, crisis management, post-conflict reconstruction and peacebuilding and civil society and emphasize the importance of building conflict prevention capacity of civilian institutions and civil society. Acknowledge also the need for further enhancement to the AU Secretariat's capacity to plan, manage, and sustain PKOs.

-- Underscore, however, the need for the AU to take greater ownership of its capacity building.

-- Call on donors to continue financial support to develop African peacekeeping either through in-kind bilateral support or through trust funds. Note the need for donors to coordinate more closely, particularly in the area of administrative reporting and accounting requirements, so that the AU Secretariat is not overwhelmed with accommodating different requirements for each donor.

-- Note that--as President Obama emphasized--the United States is ready to do its part. Underscore that we will continue to provide substantial bilateral assistance to partners in the AU, and note the efforts that we have made in the months following the March 18 discussion of Peace and Security in Africa. The US has consulted more closely with lead troop and police contributing countries. Additionally, we have stressed the importance of realistic mandates that are matched with the capacity of peacekeeping missions.

¶4. (SBU) Recommended PRST language follows. Please note that this text is still a starting point for discussions and we need to retain flexibility to accommodate potential review/input from Department principles.

¶1. The Security Council recalls its previous relevant resolutions and statements of its President which underscore the importance of developing effective partnerships between the United Nations and regional organizations, in particular the African Union, in accordance with the United Nations Charter and the relevant statutes of the regional organizations,

¶2. The Security Council reiterates its primary responsibility for the maintenance of international peace and security, and recalls that cooperation with regional and sub-regional organizations in matters relating to the maintenance of peace and security and consistent with chapter VIII of the Charter of the United Nations, can improve collective security,

¶3. The Security Council welcomes the continuing important efforts of the African Union to settle conflicts in the African continent, and expresses its support for peace initiatives conducted by the African Union,

¶4. The Security Council reaffirms its resolution 1809 (2008) which recognizes the need to enhance the predictability, sustainability and flexibility of financing regional organizations when they undertake peacekeeping under a United Nations mandate. The Security Council recognizes that in deploying peacekeeping operations, the African Union is contributing towards maintenance of international peace and security, consistent with the provisions of Chapter VIII of the United Nations Charter,

¶15. The Security Council reiterates that regional organizations have the responsibility to secure human, financial, logistical and other resources for their organizations including through contributions by their members and support from development partners,

¶16. The Security Council recalls the Statement of its President (S/PRST/2009/3) in which it requested the Secretary-General to submit a report on practical ways to provide effective support for the African Union when it undertakes peacekeeping operations authorized by the United Nations, that includes a detailed assessment of the recommendations contained in the Report of the African Union-United Nations Panel, in particular those on financing, as well as on the establishment of a joint African Union-United Nations team,

¶17. The Security Council welcomes the Report of the Secretary-General on support to African Union peacekeeping operations authorized by the United Nations (A/64/359 - S/2009/470,

¶18. The Security Council notes that the Report of the African Union-United Nations Panel (A/63/666 - S/2008/813) is an important contribution towards the overall efforts to enhance the capacity of the African Union in undertaking peacekeeping operations,

¶19. The Security Council reiterates the importance of establishing a more effective strategic relationship between the United Nations Security Council and the African Union Peace and Security Council and between the United Nations Secretariat and the African Union Commission. The Council encourages further strengthening of the United Nations Liaison Office in Addis Ababa and enhancement of regular interaction, coordination, and consultation between the United Nations and the African Union on matters of mutual interest. The Security Council requests the Secretary-General to liaise with the African Union to discuss key recommendations including strengthening further the strategic partnership between the United Nations and the African Union, and developing a long-term, comprehensive capacity-building road-map,

¶10. The Security Council underlines the importance of the Ten-year Capacity-Building Program for the African Union, mainly focusing on peace and security, in particular the operationalization of the African Union Standby Force and the Continental Early Warning System. The Security Council supports the ongoing efforts to strengthen the African Peace and Security Architecture and reiterates its call for the international community, particularly the donors, to fulfill their commitments as endorsed by the 2005 Summit Outcome document,

¶11. The Security Council notes that the African Union needs to enhance its institutional capacity to enable it to effectively plan, manage, and deploy peacekeeping operations. The Security Council, in this regard, calls upon the African Union to develop a long-term, comprehensive capacity-building road map,

¶12. The Security Council underlines the need for a comprehensive joint United Nations-African Union study of lessons learned from the Light and Heavy support packages for AMIS, the logistics package for AMISOM, as well as collaboration under UNAMID and the United Nations Support Office for AMISOM (UNSOA) with a view to identifying best practices to inform the development of capacity-building initiatives, particularly those for the medium to long-term,

¶13. The Security Council requests the Secretary-General to submit a progress report no later than April 26, 2010.

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